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ABSTRACT

The information reported here provides a concise coverage of the National Advisory Council for Career Education activities and national recommendations regarding career education. Section 1 briefly describes the current status of career education. Section 2 presents 11 legislative and other recommendations of the advisory council including (1) that Federal legislation be enacted that advances career education for elementary and secondary school students from its current planning and demonstration stage to an implementation level; (2) that educators maintain and intensify their efforts to clarify the relationships between career and vocational education; (3) that the Office of Education, State educational agencies, and local schools intensify their efforts to make career education a collaborative undertaking involving education and the broader community; and (4) that the Office of Education initiate planning to conduct a second national conference for career education. Section 3 summarizes council activities and actions of the past year and includes summaries of three subcommittee reports; purpose, titles, and chief investigators of 11 papers commissioned by the council; a list of 13 concerns identified from testimony presented at a public hearing on career education conducted by the council; and abstracts of four papers presented by council members suggesting future directions for career education (EM)

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1976
Interim
Report
of
the
National Advisory Council for Career Education

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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November 18, 1976

CE 011 958

The purposes of this report of the National Advisory Council for Career Education are threefold: (1) to describe briefly and without exaggeration the current status of career education, (2) to present legislative and other recommendations of the Advisory Council, and (3) to summarize, without becoming bogged down in minutia, Council activities and actions of the past year.

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National Advisory Council for Career Education, 1976

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I.

CURRENT STATUS OF CAREER EDUCATION

Six years have elapsed since Sidney P. Marland, Jr. (then Commissioner of Education) first publicly coined the term, career education, to describe the merging of academic and vocational curricula so that those who complete grade 12 would be ready to enter higher education or the labor market. Launched in favorable seas, the career education movement has grown rapidly, permeating every level of education—elementary, secondary, and higher education—in this country.

Leadership at the national level for this movement has been provided by the Office of Career Education, established in 1974 (P.L. 93-380). That office defined career education as the "totality of experiences through which one learns about and prepares to engage in work as part of her or his way of living." Its Director, Kenneth B. Hoyt, and staff have encouraged State and local school agencies to develop systematic means for advancing students' understanding of the relationship between education and work. While the Office of Career Education has emphasized that career education is for all learners at all ages, its limited financial resources have been targeted to supporting career education models and demonstration projects, primarily at the elementary and secondary school level. During FY 75, only 80 demonstration projects out of the 880 proposals submitted could be funded with the monies available and during FY 76, 71 out of 944 demonstration projects were awarded grants from its limited funds.

Career education has won much public support. Several factors contribute to the public's receptivity of career education. Educators have long been concerned about whether those students who seek to enter the labor market when they leave school have the skills to do so. More and more parents have become personally aware, often painfully, that teenage unemployment has been double and triple that of workers, 25 years and older, for the past fifteen years. They want their sons and daughters equipped to enter the labor market with some hope for success and increasingly hold the schools accountable when their children are unable to do so. Schools ought not be held accountable for remedying youth unemployment, but they can and should be held responsible for equipping school leavers with employability skills. Still other factors have contributed to the ever-growing acceptance of career education including the increasing numbers of individuals who seek to develop "second careers," for any one of several reasons. These men and women, often in midlife, are starting different careers and are returning to educational institutions to learn new skills needed to function successfully in that second career. Public acceptance of and support for career education have been documented by many national, State and local polls that suggest that people want public education at all levels to become more responsive in bridging the gap between education and work, a primary goal of career education.

Some 47 national organizations—Chamber of Commerce, General Motors, National Council of Churches, AFL-CIO, National Alliance of Businessmen, National Association of Manufacturers, American Legion, Girl Scouts of America—to cite but a few, have endorsed career education and many have formulated plans for their members' active involvement in career education activities. Members' participation in career education at State and local levels, along with other community groups, organizations and many individuals, have contributed substantially to making career education a reality in many communities.

The Commissioner of Education conducted a national career education conference in November 1976, which attracted 8,300 persons with delegations from all 50 States. This conference served to demonstrate the high degree of interest in, support for, and readiness to implement career education across the nation.

Baseline data about career education in local and State educational agencies were reported recently by the American Institutes for Research *(Career Education in the Public Schools, 1974-75: A National Survey)*. These data, collected but three years after the inception of career education, demonstrate its ready acceptance within the nation's schools. At the local education level, more than one-quarter of the nation's 16,000 school districts have adopted or were planning

to adopt formal written career education policies, one-fifth of the districts employed at least one full-time career education staff member, and the majority of the nation's students were in districts in which *some* career education activities were being conducted. At the time of the A.I.R. report (1974-1975), it was determined that at the State level, nine States had enacted career education legislation and 13 others were "considering" such measures. Some 42 States had formulated and adopted formal written career education policies but only 27 of them included a plan for the organization of career education activities in their formal policy statements.

Despite the tremendous array and variety of career education activities and procedures being conducted by State and local educational agencies in 1974-1975, the national assessment report estimated that but three to thirty percent of elementary school students, ten to forty percent of middle level school students and twenty-five to forty-five percent of secondary school students were being exposed to career education activities. And even those "activities" were contaminated by including counseling, occupational information, placement and other established services.

That report estimated that the nation had moved but fifteen percent of the way toward providing comprehensive career education for elementary and secondary school students. First among the reasons advanced by State and local agencies for their inability to move career education was lack of funds, materials, and general assistance from State and Federal governments.

Federal funds were urgently needed to prepare teachers, counselors and other educational personnel to engage competently in career education activities, to purchase materials, to make curriculum changes and to transport students to work sites, to cite but a few.

No generalization about the progress of career education can be made to fit all fifty-four States and territories. Some States, of course, are doing an excellent job of providing high levels of career education. Michigan, Texas, Oregon, to mention only a few, have well deserved reputations for implementing career education. But there are others where many things remain to be done. Many informed authorities suggest that the order of greatest activity and development of career education among the various educational institutions, to date, has been: (1) elementary schools, (2) middle or junior high schools, (3) high schools, (4) community colleges and (5) colleges and universities.

Given these and other developments, new Federal legislation is needed which (1) elevates career education in elementary and secondary schools from its present demonstration to an implementation level and (2) initiates career education model building within postsecondary educational institutions.

This report of the status of career education would be remiss if it failed to acknowledge the existence of some controversy. Career education has not been without its critics, particularly during this past year. The National Advisory Council for Career Education has no wish to brush aside the criticisms; they must be understood and answered. Most critics of career education are people of good will who have thoughtful arguments to offer. Some few question, for example, the desirability of career education, deny that its efforts are appropriate for resolving the problems for which they are targeted and maintain that change in education can only be brought about by social reform of considerable magnitude. These and other fundamental issues are not settled readily or harmonized quickly nor is this report the place to respond to them. During 1977, the National Institute of Education has formulated plans to bring advocates and critics of career education together to examine and discuss fundamental issues. It is believed that these debates will be useful in clarifying current career education efforts.

As a concept, career education represents a cluster of ideas, hopes, interests and practices many in number, intricately interrelated, often tangled and untidy. It is idle to pretend that the problems career education seeks to remedy are simple, or that the array of ideas espoused in its name always coherent, the methods always pat or its objects always fixed, in this, its sixth year of existence. Despite the imperfections in the concept of career education, or in truth, because of them, that which has been accomplished in its name is truly remarkable, given the short time of its existence and the limited initiative provided it by the Federal Government.

Clearly, the most important characteristic about this picture of career education six years

after its origin is that it is a *moving* one. There is nothing static about it and its strength shows no sign of abating or ebbing away. The achievements of career education have been many and real. But much remains to be done if education and work are bridged so that both come alive for all learners, young and old alike. The recommendations that follow outline actions that the National Advisory Council for Career Education believe ought to be taken . . . *now*.

II.

RECOMMENDATIONS

The statements that follow summarize the recommendations by the National Advisory Council for Career Education to the Commissioner of Education, to State and local school administrators and career education specialists. These eleven recommendations have been drawn from the Council's experiences and activities during the past year. Support for and elaboration upon these recommendations will be found in the pages that follow. The National Advisory Council for Career Education recommends:

1. *That Federal legislation be enacted that advances career education for elementary and secondary school students from its current planning and demonstration stage to an implementation level.* Federal funds should be made available to States and local educational agencies to implement comprehensive delivery of career education to elementary and secondary school students. Such legislation should incorporate:

a. provisions that establish the State educational agency as the responsible agency for planning the use and administering the expenditure of funds;

b. provisions for requiring a State plan that sets out its career education objectives and activities;

c. provisions for the employment and training of State coordinators of career education and other staff members to provide leadership to local educational agencies;

d. grants to local educational agencies by the State for developing and implementing career education functions that include infusion of career education into the curriculum, guidance and counseling, employment and training of career education coordinators at system-wide level, inservice education of teachers, counselors, school administrators and school board members and purchase of instructional materials and supplies for career education; and

e. actions that advance collaborative efforts between the school and the broader community.

The Council believes that elementary and secondary schools have sufficient experience to move career education from demonstration to implementation. Federal financial support to do this is required by State and local school agencies.

2. *That Federal legislation be enacted that encourages postsecondary educational institutions to engage in demonstration and model building career education.* Such legislation should incorporate:

a. direct financial grants to postsecondary educational institutions and associations of such institutions for planning career education activities, demonstrating their merit, evaluating their results and communicating effective practices;

b. provisions for faculty inservice education and development in the career education mode;

c. provisions for curriculum building that harmonizes occupational learnings with undergraduate education courses;

d. provisions for assessing career education needs of students within the postsecondary educational institution; and

e. provisions for augmenting the delivery of career counseling and placement services to students.

[Financial support should be given for increasing the number of professionals employed in these services, upgrading their skills, updating career information systems, designing programs for minorities, women and handicapped clientele, and securing the involvement of business, labor and government.]

The Council believes that the diversity represented in postsecondary educational institutions requires demonstration and model building career education projects as a necessary first step.

3. *That Federal legislation be enacted that addresses the needs for career education among special populations.* Efforts made under current legislation, given its limited financial resources, cannot respond adequately to the career education needs of special segments of the populations, such as the physically and mentally

handicapped, low-income persons, minority persons, women, gifted and talented, adult and older workers. The Council believes that funds should be appropriated to advance career education among such target populations.

4. *That educators and others continue to examine the concept of career education, its definition, purposes and implications.* Criticism and theory building are encouraged because they lead to better educational efforts beneficial to both youth and adults in understanding and capitalizing on the changing relationships between education and work that exist today and are certain to increase in the years ahead. Career education is an evolving concept. The free flow of ideas about its meaning, scope and implications for societal change is fundamental if career education is to be advanced. The Council does not view career education as a fad fashionable only because unemployment is high among youth and adults.

5. *That educators maintain and intensify their efforts to clarify the relationships between career and vocational education.* All too often, the public's conception of career education is that it is vocational education. Among the differences to be noted are that vocational education is confined to non-baccalaureate preparation emphasizing vocational skills required for entry into the labor market. Career education is directed toward all persons at every educational level. It is concerned about unpaid work as well as paid employment, with equipping persons with adaptability skills as well as specific entry job skills. The Council believes that public misperceptions of career education limit both career and vocational education in their efforts to assist people in making transitions from school to work and work to school.

6. *That the Office of Education, State educational agencies and local schools intensify their efforts to make career education a collaborative undertaking involving education and the broader community.* Experience documents that schools that have vigorously sought to incorporate business, industry, labor, government, community youth organizations, and families in the planning, policy making, and conduct of career education efforts have been more effective. The Council reaffirms its belief that career education is not, and should not be, something that school systems do by themselves.

7. *That the Office of Education, State educational agencies and local school districts set aside between five and ten percent of any allocated career education funds for assessment, evaluation, and dissemination of career education activities.* Evidence that demonstrates the effectiveness of career education activities is not only urgently needed but is a responsibility that professions have to the public that makes possible such educational endeavors. Assessment and evaluation procedures at the local level may well incorporate a variety of approaches including norm and criterion behaviors. The Council believes that both process and product evaluation efforts are highly important. The need for long range, longitudinal evaluation designs must not prevent educational professionals from engaging in meaningful short-term evaluation efforts.

8. *That the Office of Education provide professional and supporting staff to the Office of Career Education and the National Advisory Council that enables them to function effectively.* The Office of Career Education is woefully under-staffed given its present work load and responsibilities. Recently enacted career education legislation adds considerable further responsibilities to both the Office of Career Education and the National Advisory Council.

9. *That the Office of Education provide staff and funds to the Office of Career Education to establish and implement collaborative relationships on an intra- and inter-agency basis within the Federal Government.* Informative and cooperating structures should be created between the Office of Career Education and other parts of Health, Education, and Welfare, between the Office of Career Education and Departments of Labor, Commerce, and Defense, and between national advisory councils sharing common interests and concerns about the National Advisory Council for Career Education.

10. *That the position, Director, Office of Career Education, be established at the GS-17 level within the Office of Education.* The Council regrets that despite the fact that two years have

elapsed since passage of P.L. 93-380, the U.S. Office of Education has yet to create either the position or to specify its grade level.

11. *That the Office of Education initiate planning to conduct a second national conference for career education.* The Commissioner's National Career Education Conference held in Houston, Texas, in November 1976, was an effective vehicle for demonstrating the progress and achievements of career education. Career education does not have a national organization to represent its constituency; therefore, a national conference with leadership provided by the Office of Education makes it possible for the diverse groups and individuals in career education to exchange and build upon ideas and practices.

III.

SUMMARY OF COUNCIL ACTIVITIES

Council Meetings and Objectives

The National Advisory Council for Career Education convened six times during the 1976 calendar year. All these meetings, open to the public, were held in Washington, D.C., except for the public hearing conducted in Houston, Texas, at the Commissioner's National Conference on Career Education. Complete transcripts of these six meetings are available from the Office of Career Education. Topics focused upon at these meetings included (1) legislative proposals, (2) national assessment of career education, (3) career education endeavors within federal agencies, (4) the Commissioner's National Conference on Career Education and (5) activities of the Office of Career Education.

The National Advisory Council adopted the following objectives to guide its activities for 1976:

- Objectives mandated by Section 406, P.L. 93-380:

1. To advise the U.S. Commissioner of Education on the implementation of Section 406 of Public Law 93-380, and to carry out such other advisory functions as it deems appropriate, including reviewing the operation of Section 406 and all other programs of HEW Division, pertaining to the development and implementation of career education, evaluating their effectiveness in meeting the needs of career education.
2. To determine the need for further legislative remedy in order that all citizens may benefit from the purposes of career education as prescribed in Section 406.
3. To assess the current status of career education programs, projects, curricula, and materials in the United States and to submit to Congress a report on this assessment.

- Related objectives proposed by the Council to require priority attention:

1. To examine career education needs and opportunities at the postsecondary level of education and formulate recommendations, if necessary, for legislation.
2. To improve the status of career education through clarification, validation, and articulation of the definitions and concepts of career education.
3. To promote evaluation of the effectiveness of career education efforts.
4. To encourage participation of States, related Federal government agencies, and business, labor, professional and community organizations in the implementation of career education.
5. To develop a career education professional development plan.
6. To articulate the relationship of career education to the back-to-basics movement in education.

Testimony

The National Advisory Council for Career Education was invited to offer testimony before the Subcommittee on Elementary, Secondary and Vocational Education, House Subcommittee on Education and Labor. Bruce Shertzer, Chairperson, presented the Council's recommendations on H.R. 11023 to this Subcommittee on February 2, 1976.

Subcommittee Reports

Much of the work of the Council has been conducted by subcommittees established by the Council for specific purposes. For example, the National Survey and Assessment Report Subcommittee, with Larry Bailey as Chairperson, completed its work with the publication and distribution of *Career Education in the Public Schools 1974-75: A National Survey* (American Institutes for Research, 1976). The reports of the three Subcommittees of the Council are summarized here briefly.

Legislative Subcommittee

In the November 1975 *Interim Report with Recommendations for Legislation,* the National Advisory Council for Career Education submitted a proposed design for legislation which, as indicated at that time, was not intended to be comprehensive. Rather it was addressed to the

areas of greatest immediate need. The essential focus was on elementary and secondary schools, for it was in this sector that the legislative process called for prompt articulation with other legislation. The design was viewed as an incremental measure, enlarging slightly upon the actions of Congress in 1972 and 1974.

The authorities which were recommended in the proposal were essentially those of staff development and capacity building at the State and local levels, leadership identification at those levels, community engagement in planning, statewide evaluation, and the installation of a network of informed and committed professionals flowing from the Federal level, through the States to the school districts and classrooms. This was a straightforward design for structuring educational reform, limited to the elementary and secondary level, and concentrating on readying the system for more comprehensive implementation legislation. These recommendations are substantially embodied in H.R. 11023 and are still warmly endorsed by the Advisory Council.

Those initial recommendations, however, did not specifically address two areas in which the Advisory Council now believes needs and opportunities are becoming increasingly evident, namely, in postsecondary and adult education. Similarly, the 1975 recommendations gave only modest attention to the role of business, industry, labor and the community. It also is becoming clearer that to achieve the potential reform which is inherent in the career education concept, a greater degree of comprehensiveness must be incorporated into the design. The base will need to be expanded to include the participation of those groups—business, industry and labor—as well as the involvement of the full community in a legitimate decision-making role. Other areas in which no recommendations were made in 1975 were on advisory councils, curriculum development, manpower projections, and placement services, all vital features of this relatively young, yet flourishing concept. For career education to reach its recognized potential, new key themes shall now have to be considered and should be embraced in future legislative language affecting career education.

General Recommendations:

1. Comprehensive services and curriculum addressing the totality of learners from early childhood to adult and continuing education.
2. The engagement of the community, including business and labor, with the schools and colleges to facilitate and enrich counseling; to provide systematic work experience in the laboratory of the workplace, to contribute to policy development with institutions in the necessary building of bridges between the school and college and the working society.
3. Faculty development, at all levels, to articulate the formal academic program with the occupational and leisure values implicit in all teaching and learning. The *infusion* of work-related outcomes into academic learning has already been illuminated by Congress in existing law and should be sustained in any future legislation on the subject.
4. Transition from demonstration and dissemination mode (Phase I) to implementation mode (Phase II) at the elementary and secondary level, with direct fiscal support to local educational agencies through States.
5. Initiation of the demonstration and dissemination mode in support of career education at the postsecondary level (Phase I), corresponding to the pattern of initial support for elementary and secondary schools in the 1974 Amendments. This should lead in future years to a Phase II stage of support for postsecondary education, assuming the Phase I activity shows promise.

The Advisory Council's message surrounding current legislation, as above, has been presented in correspondence earlier this year from the Chairperson of the National Advisory Council for Career Education to key members of Congress who have been involved with career education. The thrusts of these communications were that, during the 1976 Congressional year, legislation should seek a reconciliation between the House and Senate to achieve comprehensive support for career education at elementary and secondary school levels and at the postsecondary and adult levels. It was recommended further that the Conference take particular note of the specific substance of the House version (H.R. 11023) as distinct from the general treatment prevailing in the Senate version (S. 2657). The correspondence called attention notably to the capacity building features contained in Sections 5 and 6 of the House version and urged specific attention to staff development and the design of

a network of career education personnel at the State and local levels.

As we comprehend the effect of the Conference Committee efforts, concluded on September 24, 1976, and subsequently enacted into law a number of our recommendations appear to have been respected. However, the 1976 enactments have not yet afforded general implementing support for elementary and secondary schools, sustaining only a continuation of *planning* or *dissemination*.

As the Congress resumes its attention to career education in 1977, we urge favorable consideration of Congressman Perkins' initiative as embodied in H.R. 11023, together with the comprehensive aspects afforded in the enactment of 1976, deriving from Senator Hathaway's amendment in S. 2657.

On the subject of fiscal appropriation patterns, the Advisory Council has favored that found in the original Senate bill. It also acknowledges the desirability of encouraging substantial State and local fiscal responsibility for the advancement of career education and recommends funding at no less than $75 million annually, in addition to sums authorized in the 1974 and 1976 enactments. The general support for elementary and secondary schools should be contingent upon demonstrated commitment by States of at least the sum being sought from this authorization.

Specific recommendations affecting postsecondary education:

As legislation concerning career education is extended to support career education at the postsecondary level, the following four generalizations are offered for the guidance of Congress:

1. Every effort should be made to instill the theory of *infusion* in postsecondary education as has been done in legislative language affecting elementary and secondary education. The present tendency of young people in college to shun the liberal arts in pursuit of more immediate perceived satisfactions in the occupationally-related curriculum is totally incompatible with the purposes of higher education. The college experience, now virtually an entitlement to America's young people, as a result of congressional vision, should be substained as the setting for the development of an enlightened citizenry, enriched by the humanities and the sciences quite apart from jobgetting. The values implicit in the liberal arts experience must be sustained and enhanced in the present overly-pragmatic orientation of students, or we submit to a materialistic culture void of the spirit-freeing force that higher education in America has been. This calls for resources to encourage faculty development in the career education concept, through which the relatedness of the liberalizing curriculum to the subsequent economic and social existence of the learner can be made clear. Institutions interested in faculty development should be able to obtain funding, based upon plans and applications submitted to the Commissioner of Education.
2. The existing structure for serving individual students in their search for occupational goals relating to curricular offerings resides in the institution's Career Planning and Placement Officer, or similar title. This function in most institutions, both two-year and four-year, is undervalued when placed in competition with the academic facuity and the more established administrative areas of students services. Legislation should encourage the establishment of career planning and placement services for all students, perhaps through matching grants, consistent with criteria to be established by the Commissioner. The training of such officers in the subtle and complex professional duties of their office should likewise be supported.
3. The legislation should encourage a continuum of counseling services between the secondary and postsecondary institutions to afford greater articulation surrounding the career development of individuals. The perceived dichotomy in present legislation between the career education authorities at elementary-secondary level and postsecondary level should be corrected, in the domain of counseling and career guidance, as well as in curriculum and program offerings.
4. Legislation should encourage institutional research in the field of manpower needs and college outcomes, particularly through follow-up attention to graduates and their occupational circumstances for shaping career counseling policy. On this matter, the National Advisory Council recommends that

efforts be made to determine nationally what is happening to the college graduate, short term and long term, upon leaving the campus. Considerable emphasis is justified on finding out just how much unemployment and underemployment are being experienced by graduates in what disciplines and what areas of the country.

(Sidney P. Marland, Jr., Chairperson)

Subcommittee on the Clarification of Career Education Concepts

Recognizing that career education is an *evolving* process, the subcommittee has begun to explore various expanded conceptions that provide a wider base for further legislation, research and development, training and implementation.

The subcommittee has initiated an examination of the areas of agreements and disagreements related to the current conceptualization of career education. For example, for the most part, there appears to be consensus on such matters as the fact that career education is a conscientious effort, nor is it merely an attitude or point of view; that it includes activities beginning no later than grade one and continuing through adult education; and that it is intended to serve all rather than a special segment of the population. There also appears to be agreement, on the surface at least, that vocational education is one of several important parts of, but is not synonymous with, career education. Further, there is substantial agreement that career education itself is only part of, not synonymous with, education and, as such, is to be integrated into the total educational program rather than being "added on."

On the other hand, disagreements continue to relate to the primary rationale behind the concept and to some of its long-range goals. Controversy exists over the need to improve the quality of school-to-work transition and a view of career education based on the need to restore the work ethnic. Some practitioners focus their rationale on the need to help those who leave the educational system in finding satisfying and socially beneficial employment. Their thrust is on helping people prepare for, enter, and progress in an occupation. Others center career education around the need to make work possible, meaningful, and satisfying to each individual.

This subcommittee, in short, is exploring various conceptions including those based on work, broader views based on self-development, and still broader views of career education for life. Concepts appear to vary according to the following emphases: on paid work as opposed to a focus on life career; on occupation and educational information as opposed to focus on the individual; on market and manpower needs as opposed to individual decision-making; on adjusting people to the status quo as opposed to helping them develop their potential for improving society; on occupational choice and job placement as opposed to a focus on process and life-span; and on the economic role as opposed to integration of the work role with other life roles.

The definitions being reviewed vary according to their sources, with the main ones emanating from vocational education, vocational guidance, and from Federal and State education agencies. Those from vocational education sources appear to put most emphasis on preparation for paid work, placement, skill training, and work experience. (Those from vocational education sources appear to put most emphasis on preparation for paid work, placement, skill training, and work experience.) Those from vocational guidance put more emphasis on self-awareness and development, information-processing and decision-making, the planning process, and integration of various life roles. Definitions from Federal agencies (USOE, NIE), tend to stress the economic role, work experience, occupational clusters, and preparation for paid employment. Definitions from State agencies appear to be a mixture of economic role orientation and career development/life-role orientation, although the approved definition of the Council of Chief State School Officers appears to be in the broader direction. There is noticeable absence of definitions from leaders in curriculum, academic disciplines, teacher education, and their formal associations.

The subcommittee believes that it is fair to say that there still is confusion in career education terminology, particularly as it relates to the terms "career," "work," "career development," "career guidance," and "vocational education."

The subcommittee is studying a paper prepared for the Council by L.S. Hansen, who has urged a definition based on career development theoretical models and such concepts as developmental tasks, multiple talents and roles, changing individuals in a changing society, adequate assistance and information through counseling, exploratory experiences, and career resource centers. In this conceptualization, a number of principles have been suggested. These are that the conceptions might: take into account the changing nature of both individuals and the environment and the need for flexible and adaptable people; integrate into its aims the twin goals of development and experience; build on a rationale of the best knowledge available in career development theory and research; identify a sequential kindergarten-to-adult set of objectives as a basis for exposing everyone to a wide spectrum of career knowledge, information, skills, and attitudes; provide for a wide range of community involvements, paid and unpaid, including alternative education-to-work linkages, business/labor/industry/government internships and exchanges, parent and worker involvement in schools and student involvement in community; acknowledge that many occupational clustering and career information system can be utilized to assist in acquiring, knowing, and processing information; recognize the central place of counseling and guidance as part of the delivery system; recognize the importance of "role integration" and for individuals to clarify their values with respect to the meaning of work in their lives; reaffirm the importance of helping individuals in the transition from school to work, school to further education, and school to other alternatives; stress the importance of attending to special needs of bypassed and underserved populations; be viewed as a response to crises in education but as a comprehensive concept of human development; and be conceived as a time-oriented concept which recognizes that it can help individuals not only prepare for the future but see the relationship of the future to the past and present.

(Thelma Daley, Chairperson)

Subcommittee on Career Education Beyond Secondary Schools

Recognizing that career education is an *expanding* process, the subcommittee has begun to investigate areas in which growth and development seem both natural and logical. Hence, the subcommittee, in exploring the status of postsecondary career education is studying experiential education and community involvement practices, exemplary education programs in a variety of settings, and the status of career education for adults.

The concept of career education, by and large, has been associated primarily with elementary and secondary education. Faculty and academic administrators, particularly those at postsecondary institutions which place major emphasis on research, sometimes tend to be troubled by what they perceive to be the non-academic cast of career education. This subcommittee recommends an approach which would pay much greater attention to developing a positive relationship between academic and career education.

This subcommittee will explore in depth the findings of survey and research studies that have been commissioned to identify and examine a wide range of relevant matters, such as work experience programs and their relationship to career education. Moreover, the subcommittee is examining a number of conceptual propositions, e.g.: unlike elementary and secondary schools, there is a considerable disparity at postsecondary institutions between those elements that are considered part of the "academic" component of the institutions and those considered in the category of "support services."

The subcommittee also will consider the *specific profiles* of exemplary programs at a variety of institutions: 2-year, 4-year, vocational/technical and liberal arts, those with large and small enrollments and program participants, both urban and rural, public and private.

The subcommittee plans to analyze case studies of cross-institutional patterns regarding postsecondary practices. Patterns of participation in career education practices and their relation to curriculum reform and educational policy are being identified; these will be related to common perceptions and definitions of career

education with the focus on clarifying what career education "is" at this level.

There is, then, clearly an emerging need for a conceptual map of career education conducted in postsecondary educational institutions in order to facilitate understanding of that which is most needed and helpful at this time.

(Marion LaFollette, Chairperson)

Commissioned Papers

The National Advisory Council commissioned eleven (11) papers in June 1976, to advance its work. By means of these documents, the Council seeks to gather information that will increase the effectiveness of its activities and close certain knowledge gaps for the Office of Career Education. These papers were linked to certain Council objectives set forth above. The title of the papers and principal investigator have been presented under the objective to which they are related:

To improve the status of career education through clarification, validation, and articulation of the definitions and concepts of career education:

1. "An Examination of the Definitions and Concepts of Career Education," Lorraine Sundal Hansen, University of Minnesota.
2. "Involving Parents in Local Communities in the Clarification of the Concepts of Career Education," Robert Woerner, National Congress of Parents and Teachers.

To examine career education needs and opportunities at the postsecondary level of education and formulate recommendations if necessary for legislation:

3. "A Study of the Current State of Career Education at the Postsecondary Level," Michael B. Goldstein, University of Illinois at Chicago Circle.
4. "Profiles of Exemplary Postsecondary Education Programs," David Paul Rosen, National Student Educational Fund.
5. "Career Education for Adults," John Richard Valley, Educational Testing Service.
6. "Experiential Education and Community Involvement Practices at the Postsecondary Level: Implications for Career Education," Robert F. Sexton, University of Kentucky.

To encourage participation of States, related Federal Government agencies, and business, labor, professional and community organizations in the implementation of career education:

7. "Issues and Strategies for Enhancing the Participation of Labor in the Implementation of Career Education," Mark Schulman, Antioch College.
8. "Issues and Strategies for Enhancing the Participation of Business and Industry in the Implementation of Career Education," Gene Hensley, Education Commission of the States.

To develop a career education professional development plan:

9. "Strategies for Developing a Career Education Professional Development Plan," William Weisgerber, Michigan State Department of Education.
10. "A Guide for Developing Career Education Plans by Local School Administrators," Grant Venn, Georgia State University.

To promote evaluation of the effectiveness of career education efforts:

11. "Using National Assessment Results for Career and Occupational Development in Career Education Planning," Charles L. Lewis, American Personnel and Guidance Association.

Public Hearing

The National Advisory Council conducted a public hearing (November 9, 1976) on career education at the Commissioner's National Conference on Career Education. Some 158 persons attended the session and twenty individuals presented testimony. The major recommendations abstracted from these statements included the following wide-ranging concerns:

1. that career education programs include college bound, academically talented students and, particularly, those in the performing arts;
2. that research be undertaken to determine strategies to enable junior high schools to relate their curriculum more closely to conditions affecting the local world of work, "particularly in those areas where

agriculture demands increasing quantities of small unit energy sources (i.e., children);"

3. that the USOE develop a handbook for teachers who are confronted with problems of infusing world of work materials into the junior high school curriculums;
4. that a careful assessment and application of child labor laws be considered (within the appropriate protective stimulations of such laws).
   [Specific ideas to be viewed were: "the use of workmen's compensation as an umbrella including learners; an insurance industry-educator study of learner relationships to the workplace; and the nature of youth's own responsibility as they approach age 18 as an integral part of their learning and transition to adulthood."]
5. that the term "life options" be used in order to more adequately describe programs intended to meet the needs of individuals, communities, and commerce;
6. that the issues of discrimination of women be addressed more directly in career education;
7. the USOE provide information to institutions of higher education regarding public and private funding sources for the development of career education;
8. that the Advisory Council support the funding of career education within teacher training, particularly in the area of values for teachers who work with black and migrant communities;
9. that, given the limited amount of available career education funding, it would be more cost effective to reduce the number of project recipients while lengthening the period of cycling.
   ["What is required is longer time periods for districts and institutions to develop and demonstate their programs."]
10. that greater attention be given to the problems of career education in correctional centers;
11. that greater attention be given to the need for career education programs for the deaf;
12. that the Advisory Council encourage the proposal that all high school students take a course on how business operates; and
13. that vocational education be considered a strong component of career education.

Future Directions for Career Education

During the year, the National Advisory Council examined possible "next steps" in career education. Four members of the Council presented papers that suggested future directions for career education. The basic intent of these papers was to stimulate and focus discussion among members about the needs of and priorities to be given to career education. Abstracts of these papers have been reproduced below.

CAREER EDUCATION: WHAT NEXT?

John Porter
Superintendent of Public Instruction
Michigan State Department of Education

Basic problems are evident that prevent career education from completely fulfilling its potential of bringing schools back in touch with the mainstream of American life. They are that: formal teaching and learning tend to take place in school buildings rather than in conjunction with the community; employment tends to take place away from school buildings and with little relationship to the curriculum; and except for peripheral job opportunities, youth tend not to be a highly sought after labor group, particularly in times of double-digit inflation and high unemployment.

In order to address these problems, substantive national, State, and local policies are needed. Two priorities stand out: to establish a durable National Employment Policy and a National Youth Policy. Creation of both would give meaning to career education.

In Michigan, the term career education is being used as the rubric to deal with these issues and to bring about certain critical reforms in elementary and secondary education. Because basic reforms are being dealt with, the definition of career education cannot be limited to vocational preparation or to the world of work. The approach being followed is to determine the educational health of the schools.

Traditionally, schools were established to screen, sort, and select students. Now, however, the movement is toward assisting, analyzing, and articulating student needs. Because of this, all instructional specialists are being asked to develop instruments that will provide a valid and reliable needs assessment in their areas. Traditionally, it was seldom known what was actually happening in schools as a result of ten months of instruction. Now, however, a new plan of action is being developed. Eight specific policy changes are being proposed:

- Each school should establish a Neighborhood Citizens Council involved in the setting of goals.
- Each school principal provides staff leadership and is responsible for controlling the budget set aside for that purpose.
- Each staff person is required to identify at the start of the school year the basic expectations for the class.
- Each student, for each school activity, should be administered a basic needs assessment to be viewed against expectations before instruction begins.
- Each school should have a concrete system for identifying students who are falling behind and a reporting system for parents.
- Each school district's report cards and evaluations should be redesigned to relate to student expectations.
- Each school should have a means for a thorough assessment of basic accomplishments for each student at the end of the year, and where the goals are not attained, provide for extended summer schooling.
- Each school district should eliminate time considerations as the controlling factor in the teacher-learner process.

Changes in these areas would move education from the "old" method to a "new" way, utilizing new instructional models being developed. It also would place education in the mainstream of what every citizen seeks, namely, the American Dream—economic security, housing, health, and education.

Career education is a powerful concept for bringing about fundamental change in education, but it must be viewed differently. It must be viewed (1) as the connector of and link among such special interest delivery systems as general education, compensatory education, vocational education and special education, (2) as the vehicle which helps individuals recognize their own unique capabilities and then discover options for future placement, which best maximize those capabilities, and (3) as a vehicle for retraining staffs so they could utilize existing resources more effectively. On the other hand, career education *must not be viewed* as simply a program or separate course, nor merely a system put on top of an already overly bureaucratic system of texts unrelated to expectations, tests

unrelated to what is being taught, and student evaluation unrelated to reality.

Four fundamental steps should be taken to elevate career education to its rightful place in the vocabulary of educational change:

1. that schools would know that they have career education only when they can specify what is expected of students in every course, subject, and grade;
2. that schools would know that they have career education only after they begin to assess student needs before instruction and to assist students in articulating what was originally identified as being reasonably expected;
3. that schools would know that they have career education only after they have redesigned their reporting systems to relate them to what was originally expected, in terms of the effectiveness of the instructional process; and
4. that schools would know that they have career education only when, at each level, they relate to the "market place" the life role expectations which they have adopted as educational goals.

If these actions were taken in the name of career education, it would be evident that only one major expense would exist, namely, retraining personnel. Only after we have sharpened up what the schooling process can accomplish will we be able to enter into a business, industry, labor and education social contract for job opportunities for American youth.

NEXT STEPS FOR CAREER EDUCATION

Sidney P. Marland, Jr.
President
College Entrance Examination Board

To date, career education has had its major focus at the elementary and secondary school level. It is proposed that the National Advisory Council, as it performs its statutory mandate as an advisory body, now address itself more directly in two other sectors, namely, (1) postsecondary education and (2) adult and continuing education.

Although at times they have used terms other than career education, several recognized leaders in postsecondary education are beginning to recognize the emerging career education concept as a reality in the evolution of postsecondary educational objectives. For example, the following spokespersons all recently have written in recognition and support of this direction: Willard Wirtz of the National Manpower Institute, Stephen Bailey of the American Council of Education, Glenn Dumke, Chancellor of the California State University system, and Clark Kerr of the Carnegie Commission on Higher Education.

From these sources, and others, the following four assumptions can be drawn:

1. that the education and work relationship is now coming into place in our colleges and universities;
2. that those postsecondary institutions are facing a time of public disenchantment;
3. that students, including adults, increasingly expect utilitarian outcomes from their education; and
4. that career education will be facilitated in its influence on postsecondary education by Federal initiatives, including research as well as enabling legislation.

Based upon these assumptions, it is proposed that the National Advisory Council for Career Education consider formulating relevant recommendations to be addressed to the United States Commissioner of Education, the Director of the National Institute of Education, and appropriate congressional committees.

The following nine basic next steps, therefore, were proposed, some of which would require the commissioning of necessary in-depth studies and research:

1. address the recurrent and stubborn problem of manpower needs, especially as articulated with college undergraduates;
2. determine the state-of-the-art in a broad and varied sampling of colleges and universities in order to gain insights into current levels of education and work relationships;
3. assess the needs of postsecondary institutions regarding student expectations for career education;
4. provide initial seed money for the development of faculty in the career education mode, especially to serve liberal arts and humanities;
5. develop, through facilitation legislation, models of postsecondary curriculum development in order to harmonize occupational learnings with undergraduate general education;
6. engage the resources of professional associations in determining procedures for institutionalizing career counseling in colleges and universities;
7. conceptualize an uninterrupted system of permanent records of career counseling and placement functions, commencing at the middle school and continuing through college and adult education;
8. develop the role of career counselors for colleges and universities, affording training and materials for implementing an enlarged function in response to students' expectations as well as faculty needs; and
9. stimulate processes and materials for the design and administration of practical evaluation of career education by States, local districts, and postsecondary institutions.

NEXT STEPS FOR CAREER EDUCATION

Professor Larry J. Bailey
Department of Occupational Education
Southern Illinois University at Carbondale

The four next steps outlined for career education are primarily conceptual and are directed to the Office of Career Education, the National Institute of Education, to career education at large, and to the National Advisory Council for Career Education.

The foremost step is to reiterate a commitment to educational reform—only one approach to which is career education. Because education has persistently resisted reform, we need to understand why this is so. It is helpful in this regard to recognize the various levels of change. Five such levels can be identified: *Substitution* (e.g., replacing one instructional element with a new one); *Alteration* (alternate content and new instructional methods), *Perturbations and Variations* (temporary shifts in a system); *Restructuring* (modifying and reorganizing a system); and *Value Orientation Change* (understanding and adopting idea systems, thought models, or conceptual frameworks and assumptions which underline a concept). Career educators must not settle for too little. They should always remember that programs can be implemented without education being truly reformed. Basic reform implies a more thorough shift, for example, from the concepts of schooling to education, from teaching to learning, from content to process objectives, and from singular to pluralistic delivery systems.

A second conceptual step concerns the question of "ends" and "means" and the need to differentiate between them. While education traditionally has been, and continues to be, preoccupied with "means" (content and instruction), there is now a pressing need to shift curriculum development to a greater awareness and concern for "ends" (goals and objectives), that is, to place major emphasis on objectives, in this case, on student learning outcomes.

The significance of this reasoning is the matter of priority i.e., "ends" should always precede "means." This requires that objectives should be identified prior to selecting the activities and materials to be used. As simply as this basic principle is, it is almost always violated in practice. An example is the so-called infusion approach to career education. In this approach, teachers utilize topic, activities and materials drawn from the world of work to *infuse* the conventional subject areas. It is the ends of instruction, not the means, which should determine whether or not a given activity is career education.

The implication of this, in terms of *next steps,* is that two different, albeit legitimate, roles should be identified for career education. The *primary role,* to facilitate career development, involves identifying career development learning outcomes. Curriculum can be developed to facilitate such objectives.

The *secondary role* involves using activities and materials from the world of work to make academic subject matter more relevant, for example, using occupational information to teach reading. One can be successful in teaching reading through occupational information without ever assisting a student to make a personally meaningful educational or occupational decision.

This is more than a matter of semantics. Facilitating career development learning outcomes and employing infusion techniques are both important. However, their relationship is not of equal importance. The former is what career education *should* be all about; the latter is simply "good teaching."

The third step is to suggest that career educators assume a more active leadership role in the redefinition of educational purpose and, moreover, bring together the many other educators who are similarly concerned with the view which emphasizes learner outcomes (no matter what differing terminology they may be utilizing). The new prominence of humanistic theories has important implications for career education. Theorists and practitioners have much more in common than it sometimes seems. Because there appears to be considerable consensus for the humanistic point of view, it would seem that emphasis should be placed upon the commonalities, not the differences, in thinking about career education. The basic foundation,

therefore, which could lead to a true reform of education are at hand.

Theory building and validation in career education must continue along with implementation. Simply because a position has been presented, there is no reason to drop theory building and take up solely with application. The dialogue among theorists in career education must continue, but it must also continue between them and other behavioral scientists. Further, we must recognize the existence of more than one career education theory, and with it, the existence of legitimate criticism. The latter should not be feared but always must be considered.

The final point, addressed specifically to the National Advisory Council, is simply that the Council should continue to take a stand on substantive issues and matters effecting national educational policy. The Council ought not attempt to be all things to all people; it should lead, not follow; it should do what others are not doing. Basically the Council ought to identify and address those issues which threaten to thwart career education during its formative period, for example, (1) the "back to basics" movement which conceivably could narrow the ends of the educational process, and (2) the declining nature of the educational enterprise (enrollment and funding) which threatens to jeopardize career education before its impact can be truly felt.

NEXT STEPS IN CAREER EDUCATION:

WILL THE OPPORTUNITY FOR REAL REFORM BE LOST?

Charles L. Heatherly
Director of Education
National Federation of Independent Business

Viewing the career education scene from the perspective of a concerned citizen, a certain uneasiness is felt over the future direction the movement might take. This is not caused by any particular event but from the ambiguities and compromises which afflict career education. Based on a coalition of reform agents, the movement appears to suffer from not having a philosophy of its own. A diversity of career education concepts is to be expected, but unless the varied interests share a common vision of alternatives and can forge a common consensus, the reform goals will not be attained. Reform movements normally alter institutions without transforming them and career education advocates cannot realistically expect total success.

Career education is viewed as a "movement" because it appears to be an expression of a broadly-based coalition rather than a program espoused by any one segment. Its strength grows from its power to speak to the varied yet consonant concerns of a number of diverse groups. Its future will depend on maintaining the coherence of its programmatic thrust. Whether or not it will achieve its major goals is still uncertain and the proposition that career education "is a reform, not another add-on" has still to be fully implemented.

In terms of the definition of career education, it would be difficult to improve on the one articulated by Kenneth Hoyt. By focusing on the centrality of the concept of *work,* Hoyt recognized the need for limiting the scope of career education while encompassing enough territory to render both possible and meaningful the governance of this new domain.

It is important to reemphasize constantly the differences between vocational and career education which often are ignored, particularly in State and local programs. Robert Rossi of the American Institutes for Research has some relevant perception of these matters. Rossi has clarified definitions of "education," "career," and "work" which emphasized the crucial elements of *choice* and *planning* which, in turn, distinguish career education from vocational training.

Another area in which significant tensions and difference emerge is with the liberal arts whose leaders often find power based upon a mixture of tradition, obscurantism, and coercion, the latter in the form of budgets. The hostility of liberal arts schools toward career education comes from several sources. Much of it is a misperception of career education as vocational education. As a result, career education often is dismissed lightly.

While there will always be tension with the liberal arts. there is no reason why this should erupt into open warfare. The liberal arts can be integrated into the framework of career education starting in the middle grades.

In addition to the above concerns, other serious problems exist, which are viewed here more directly from a business and industry standpoint.

From the American Institutes for Research report it appears that although many career education ideas have gained acceptance, the actual measurable impact on students has been minimal. This is not surprising because this reform movement is relatively young. In agreement with Hoyt's position, it is felt that we must make use of traditional achievement measures to demonstrate the efficacy of career education efforts. Also, the use of data from the National Assessment of Educational Progress's Career and Occupational Development tests should assist State and local education agencies in evaluating instructional strategies and materials. More "hard" proof of career education's efficacy is needed.

A related issue is that of the decline during the past decade of achievement scores and the fact that this has gone hand-in-hand with increased educational expenditures. Although career education strategies can lead to more effective use of resources through an improvement in basic education, established proof of this will take time. Were data available to

support this relationship, a better case could be made to mobilize the support of parent groups and other allies.

While the participation of business and industry continues to grow, it is impossible to measure this accurately. Although many of the efforts at the national level have not filtered down to local communities, the interest and commitment from business is rising, especially for job-oriented programs. Small business enterprises, because they are small and very independent-minded, are not easily mobilized. Nevertheless, they are a tremendous reservoir of potential manpower and support, particularly for awareness and exploration programs.

We will know that career education has succeeded in forging the business/labor/community partnership when activities become institutionalized. The need over the next few years will be for a consolidation of business, industry, and labor activities into efficient and effective systems. There is much to be learned in such a closer collaboration of these groups. The involvement of small business entrepreneurs will enrich not only the education of youth but the lives of businessmen and women themselves.

MEMBERS OF THE COUNCIL

The National Advisory Council for Career Education is composed of twelve public members appointed by the Secretary of Health, Education, and Welfare and nine non-voting ex-officio members. The current membership of the Council is as follows:

NATIONAL ADVISORY COUNCIL FOR CAREER EDUCATION: 1975 - 1976

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*Term expires November 1976
**Term expires November 1977
***Term expires November 1978

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BERMAN, Ronald
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HODGKINSON, Harold
Director of the National Institute of Education

LUND, Duane
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